R E P O R T R E S U M E S

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REPORT OF STUDY COMMITTEE I-C, AREA POSTSECONDARY INSTITUTIONS-- COMMUNITY COLLEGES.

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A STUDY OF POSTSECONDARY EDUCATION NEEDS IN MICHIGAN RESULTED IN THE RECOMMENDATION THAT A STATEWIDE SYSTEM OF COMMUNITY COLLEGES BE DEVELOPED TO AUGMENT THE THEN-EXISTING 18 INDEPENDENT COMMUNITY COLLEGES WITHIN THE STATE. ADVOCATING THAT THE STATE BOARD OF EDUCATION STUDY THE NEEDS AND READINESS OF AREAS WITHIN THE STATE FOR THE LOCATION OF COMMUNITY COLLEGES, THE COMMITTEE RECOMMENDED THAT 29 COMMUNITY COLLEGE DISTRICTS (SOME OF WHICH WOULD BE MULTICOUNTY OR MULTICOLLEGE IN NATURE) BE PRESCRIBED FOR THE STATE. OVERALL PLANNING AND COORDINATION BY THE STATE BOARD SHOULD INCLUDE (1) THE COORDINATION OF EDUCATIONAL PROGRAMS AMONG INSTITUTIONS RANGING FROM HIGH SCHOOLS TO 4-YEAR COLLEGES AND UNIVERSITIES, (2) THE COORDINATION OF CAMPUSES AND TYPES OF INSTITUTIONS THROUGHOUT THE STATE INCLUDING THE DETERMINATION OF COMMUNITY COLLEGE DISTRICT BOUNDARY LINES AND THE LOCATION OF COMMUNITY COLLEGES, AND (3) THE REVIEW OF BUDGETS AND REQUESTS FOR STATE APPROPRIATIONS. NEEDS WERE CITED FOR A DIFFERENTIATION IN THE PLANNING AND COORDINATING ACTIVITIES OF THE STATE BOARD AND THE COMMUNITY COLLEGE GOVERNING BOARDS, FOR MORE ACCURATE AND CURRENT DATA ABOUT OCCUPATIONAL NEEDS OF THE STATE AND NATION, FOR FOLLOWUP STUDIES OF GRADUATES, FOR RECRUITING STAFF, AND FOR OBTAINING GREATER FINANCIAL RESOURCES. INCLUDED IN THE REPORT ARE DESCRIPTIONS OF PROPOSED COMMUNITY COLLEGE CENTERS AND DISTRICTS FOR MICHIGAN (WITH ACCOMPANYING MAPS AND CHARTS). (DG)

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
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MICHIGAN

CITIZENS COMMITTEE ON HIGHER EDUCATION

REPORT OF STUDY COMMITTEE I-C

AREA POSTSECONDARY INSTITUTIONS - COMMUNITY COLLEGES

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Approved and Adopted
by the Citizens Committee
on March 12, 1965

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COMMITTEE REPORTS

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I-B Instruction

I-C Area Postsecondary Institutions - Community Colleges

II Graduate and Graduate-Professional Studies, Research, and Public Services

III Finance

IV Overall Planning and Coordination of Higher Education in Michigan

SUPPORTING STAFF STUDIES

Closing the Enrollment Gap in Michigan, by P. Kenneth Morse

A Plan for Community College Development in Michigan, by P. Kenneth Morse

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PREFACE

The Committee found at the outset that a number of committees and commissions had already assembled valuable materials and developed points of view concerning area postsecondary education in Michigan and particularly concerning the community college as an area institution. Some of these were as follows: the Educational Policies Commission of the State Superintendent of Public Instruction, 1951-1956; the Governor's Commission on Community and Junior Colleges, 1956-1958; the Legislative Committee on Higher Education, 1955-1958, which resulted in the John Dale Russell report, The Survey of Higher Education in Michigan, and particularly Staff Study No. 1 on the "Community College in Michigan," by S. V. Martorana; the Six County Study pertaining to the Detroit area; the Committee on Post-High School Community Education, appointed by the Superintendent of Public Instruction, 1960-1965; the Commission on Community College Development, appointed by the State Superintendent of Public Instruction to operate from 1962 through 1965; Community College Instructional Program Development; A Policy Statement, by the Michigan Council of Community College Administrators (published by the State Superintendent of Public Instruction as Bulletin No. 366, August 1963); A Concept of Area Skill Centers for the State of Michigan, prepared by a special committee on vocational-technical education centers for the Michigan Council of Community College Administrators, December 1963.

The Committee, of course, has had the assistance of its own staff, and we refer particularly to two staff reports prepared by Dr. P. Kennth Morse, one on Closing the Enrollment Gap in Michigan, and the other on A Plan for Community College Development in Michigan.

The Committee has received a great deal of help and counsel from many individuals. We wish to mention specifically, however, the staff of the State Department of Public Instruction, particularly Dr. Ferris M. Crawford, Assistant Superintendent for General Education, for his personal counsel and also for his two papers on community colleges, Evaluation Guidelines for Community Colleges, November 1963, and the other on Community Colleges: Their Status and Their Problems, July 1964.

The Committee is especially indebted to Professor Sigurd Rislov of Wayne State University, Professor Max Smith of Michigan State University, and Professor Raymond Young of The University of Michigan, whose work at their respective institutions consists primarily of community education at the postsecondary level, for their many hours spent in counseling with the Committee and its staff.

THE NEED FOR POSTSECONDARY INSTITUTIONS

In our rapidly changing society there is an increasing need for people to have a profession or a skill developed through education or training beyond the high school level in order to be employable; being a high school graduate is not enough. Furthermore, most adults must constantly be upgrading their skills and ways of making a living in order to remain employable or to advance in their current occupations. Then, too, advancement by those who are able to advance is essential to society in this age of rapid change, partly because the new demands for skills are in the higher areas and partly to keep the less technical jobs opening up to the less skilled and the unskilled.

This is all common knowledge. It may not be so well understood that the number of educable people, those capable of taking some training beyond or outside of high school, is far greater than the number who attend post-secondary and adult education institutions.[1] Many of these people are not eligible for admission to the four-year colleges and universities, and others cannot afford to attend them. Many others have not become inspired to attend or do not choose to do so.

Education and training in skills are not solely for the benefit of the receiving individuals. Human abilities and skills are society's most valuable resource as creators not only of material goods and services but also of ideas and managerial abilities, all of which result in the creation of more jobs and a better distribution of the wealth produced.

As a matter of investment in human capital, therefore, society must insist that all educable people be provided with the opportunity to take such training as they are able to take, and that they be inspired to do so.

THE FOUR-YEAR UNIVERSITIES AND COLLEGES

The purpose of the four-year university or college has always been to prepare people for an occupation or to further prepare them for a profession such as law, medicine, the ministry, or teaching,

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[1] P. Kenneth Morse, Closing the Enrollment Gap in Michigan, A Committee Staff Study, April 1964.

and to help students delve into the secrets of our physical environment and the history and culture of society. The programs offered, therefore, must contain the specific information and techniques that are essential for entrance into a profession or further preparation for a profession or for some other end purpose. And as knowledge is heaped upon knowledge, the programs must become ever more complex and exacting, or they will not accomplish their purpose.

After having set up the programs, the institutions must make sure that the students are able to, and do, master them. Those students not prepared to do so must be screened out either after enrollment through academic failure or by examination and counseling before enrollment. The first method is costly to both the individual and society, and either method faces the vast majority of students with the necessity for preparing for some other way of life and making a living.

It is inevitable, therefore, that the standards of admission to the four-year institutions will be high and will be raised more and more as enrollment pressures mount and as the institutions attain maturity and move into graduate and professional work.

For society thus to tell large numbers of its young people that they must acquire some other way of making a living without making it possible for them to find that way and to prepare themselves for it is to invite social chaos. People must have hope; few will survive without it.

It is generally recognized that many of those who do not meet the ever-rising admissions standards of four-year institutions may be "late bloomers" and need a second chance in an environment in which they may discover not only what they cannot do but what they can do and find a way into the program best suited to them.

More and more people, therefore, need access to some other types of educational facilities to which all of the educable are welcome. In addition to being open to all educable people, such facilities must be located within commuting distance from them, for it is well established that more youth will take training if they can do so while living at home, and more adults will upgrade their skills if they can do so while remaining on a job, than is otherwise the case.

THE POSTSECONDARY INSTITUTION NEEDED - THE COMPREHENSIVE COMMUNITY COLLEGE

The basic postsecondary educational needs of the state in addition to those provided by the four-year and graduate institutions are: the first two years of college work for those who desire and prove able to pursue a baccalaureate program; the technical-vocational programs that the community and the state need and that youth and adults can use; the terminal programs needed to provide new skills and to upgrade old skills for the employed and unemployed; the counseling and guidance required to place students and adults in adequate and carefully developed programs and to help them cross over smoothly from one program to another; and in general, life-long educational opportunities beyond high school - all within commuting distance of the people.

The fulfillment of these needs are services presently assigned to the modern comprehensive community college. These services have the approval of the State Department of Public Instruction, the Commission on Community College Development, the Michigan Council of Community College Administrators, and others.

The philosophy of the community college is very different from that of the four-year baccalaureate institution. In exact contrast with the four-year institution, with its rigid academic programs and selective admissions policy, the community college adheres to the open door admissions policy and admits all high school graduates and other adults who apply, and it endeavors to place them in those programs that they are prepared to undertake. It must not be looked upon as an extension of high school or as simply the first two years of college. It is an integral part of higher education, but with its own distinctive role of serving the needs of a very large number of youth and adults, a role that the four-year institution cannot perform. It is intended to be a flexible institution in areas where flexibility is most needed.

There are services that the community college can perform beyond the customary ones of offering the first two years of college, technical-vocational programs, skill programs, and cultural programs of various kinds. There is a growing need in the nation for technological nonbaccalaureate programs that may require more than two years of time. Michigan

does not have resident state-supported technical institutes to offer these longer programs. In order to make it possible for the community college to fill this need, House Bill 807, which amended Act 118 on community college districts, and which became law on May 27, 1964, eliminated the two-year limitation on programs and provided only that community colleges shall not offer programs leading to a baccalaureate degree. This will make it possible for certain strategically located and adequately equipped community colleges, with the approval of the State Board of Education, not only to offer these longer technical programs for its immediate citizenry but to build dormitories and provide the programs for nonresident students as well. This is intended to enable students throughout the state to secure the longer programs either on a commuting or a residential basis. At the same time, it does not preclude the establishment of state-, private-, or industry-supported technical institutes in the more heavily populated areas in case the community college should prove unable to satisfy the need.[2]

There is another community service that the community college can perform. Most high schools in the state and all high schools outside of the heavily populated and more industrialized areas are unable individually to offer their own students many of the more costly technical-vocational programs needed because they do not have the wealth or the student demand to justify doing so. House Bill 807 provides that the community college can offer, for the benefit of its neighboring high schools, these programs for high school students who need them for immediate entrance into the labor market, provided they are requested to do so by the districts affected.

Many students of education today are suggesting that we are on the threshold of a great educational change, a change from such great emphasis upon long years of preparation to a continuous education process of intermittent periods of work and study both in and out of school. It seems to this Committee that the community college, in its organization and philosophy, is quite capable of adapting its program to this kind of continuous education.

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[2]And, of course, industry itself performs a very large, continuing role in offering technical on-the-job training.

Michigan has 18 community colleges in operation, although several of them are still oriented too exclusively to the college transfer student. In addition, four countywide districts are organized to begin operating community colleges in the very near future, one area is approved to vote on organizing a community college district, and several groups are engaged in studies to determine the feasibility of establishing community college districts on either a county or a multicounty basis.

A STATEWIDE SYSTEM OF COMMUNITY COLLEGES

This Committee believes that a statewide system of community colleges primarily as commuter institutions, offering the technical-vocational and terminal-cultural programs as well as the freshman and sophomore academic programs, geared to the needs of the communities and of the state as a whole, is an essential part of the Michigan system of higher education, and that the development of such a system should be given high priority by the State Board of Education and the legislature.

The Committee believes that it is time to block out the entire state, tentatively, into community college districts for the purpose of encouraging the development of a statewide system of community colleges and to provide an overall guide for their orderly distribution throughout the state. The Committee staff, therefore, with the help and counsel of advisers from the Commission on Community College Development, has mapped out the state into areas that appear to be most likely to develop into community college districts. The plan is based on such criteria as population, the industrial character and mix, area wealth, the location of other educational institutions, the educational level of the parents, the educational aspirations of parents and students, and transportation routes.

It is understood, of course, that the final location of community colleges and the determination of district boundaries must have the approval of the State Board of Education. Such approval, of course, should be based on a careful study made by the State Board's advisory board for public community and junior colleges or by some neutral committee reporting to the Board.

Such a study should be made in cooperation with the people of the area, and should be made with great care.

The Committee further recommends that the State Board and its community and junior college advisory board take the initiative in studying the needs and readiness of areas of the state for community colleges in view of maintaining an up-to-date revision of probable district boundaries and community college locations for the purpose of facilitating the development of community colleges and their ultimate orderly arrangement throughout the state.

The Committee's plan and the rationale for it are set forth in the appendix of this report. Briefly, the plan divides the state into 29 community college districts plus certain service areas. The service areas are to be provided the needed educational programs by neighboring institutions, community colleges or four-year institutions, until such times as they are able to organize and support community colleges of their own.

The Committee suggests that, as a part of the plan, the possibility of organizing multicounty or multicollege districts should not be overlooked where circumstances of population or resources make that advisable.

THE COMMUNITY COLLEGE AND THE FOUR-YEAR STATE-SUPPORTED INSTITUTION OF HIGHER EDUCATION

It should be clear from the foregoing that, because the philosophies and the functions of the community college and the four-year baccalaureate institution are so different, neither institution can fill the role of the other. The four-year institution is oriented in its philosophy, its administration, its faculty, and its instruction to baccalaureate or even higher degree programs. The prestige of the institution and its faculty lies there, and the best thought and effort of the institution are spent there. Indeed, it can be observed in Michigan that as baccalaureate institutions reach substantial maturity and attain state and national recognition they cease to offer the community services that they once may have offered. The areas in which such institutions are located are finding it necessary to establish community colleges to operate side by side with the baccalaureate institutions in order to have the educational programs needed by the area and its youth and adults.

The branch of a four-year institution is no substitute for a community college, because it is the child of its parent. Its philosophy,

its educational purpose and programs, its administration, and its faculty are those of the parent. No matter how sincere its promoters may be in believing that a branch can be made to provide the community services and skill programs needed locally, it will not do so long.

It follows logically, and it can be observed empirically, that the community college cannot evolve into a four-year baccalaureate institution without giving up its student and community service orientation and becoming solely academically oriented instead. That is what it means to become a baccalaureate institution. The community college, therefore, should never be expanded into a four-year institution.

The Committee believes, however, and it is being demonstrated empirically, that where the complementary nature of the philosophies and programs of the two types of institutions is well understood, the community college and the four-year institution may be needed in the same area, and in fact may enrich each other's programs. But the Committee believes that the identity of the two institutions must be carefully guarded; that, except as an unusual and temporary measure, the two institutions should not use the same faculty, occupy the same campus and buildings, or even be located directly adjacent to each other, lest the community college become eclipsed and its community services impaired. The Committee cautions, therefore, that, in establishing new four-year institutions in the state, extreme care be taken to do nothing that will undermine the community college program, locally or statewide. The Committee believes that the community needs of the present day are such that, in the orderly development of a coordinated program of higher education in any substantially populated area, the presence of a healthy ongoing comprehensive community college should be considered an essential criterion for the establishment of a four-year institution.

There is well founded belief, held by students of the community college, that the temptation to expand a community college into a four-year institution may be aroused and aggravated by undue delay on the part of the state to check into an area's needs and readiness for a four-year institution. Insofar as this is true, it will behoove the State Board of Education, in carrying out its coordinating functions, to be aware of such situations and to meet them in its overall planning before they get out of hand. For if the wrong move is made, the area may find its community services no longer adequately supplied, institutions may be located in the wrong places, and

the state may find itself saddled with an annual cost that never should have been incurred.

If, after appropriate studies by the State Board of Education, the preferred location for the state to establish a new four-year college is on the site of a present community college, it is recommended that the land and buildings of this community college be acquired by the state for use as a four-year college and that the proceeds be used by the community or communities to establish one or more new community colleges in this area.

THE STATE BOARD OF EDUCATION

It is clear that the framers of the 1963 State Constitution intended that the State Board of Education and its advisory board for public community and junior colleges should fill a vital place in the development of community colleges throughout the state. Section 3 of Article VIII of the Constitution says that "Leadership and general supervision over all public education, including adult education and instructional programs in state institutions, except as to institutions of higher education granting baccalaureate degrees, is vested in a State Board of Education. It shall serve as the general planning and coordinating body for all public education, including higher education, and shall advise the legislature as to the financial requirements in connection therewith." And Section 7 provides that the State Board of Education shall appoint an eight-member "state board for public community and junior colleges which shall advise the State Board of Education concerning general supervision and planning for such colleges and requests for annual appropriations for their support."

The obligations of the State Board of Education and its advisory community college board seem clear. The Board is to serve as the general planning and coordinating body for all public education and to exercise leadership and general supervision over all public education at the elementary, secondary, and community college levels. The Committee believes that the urgency of the situation at the community college level is so great that the State Board should enter into its duties in this area without delay.

Without endeavoring to spell out the duties of the State Board of Education in detail, overall planning and coordination must include three

very important duties: (1) the coordination of educational programs among institutions - programs of the community colleges with those of the high schools and those of the four-year state-supported institutions, and programs among the four-year institutions and the community colleges themselves; (2) the coordination of campuses and types of institutions throughout the state, including, with the full cooperation of the local areas, the determination of, or at least the approval of, community college district boundary lines and the location of community colleges in relation to each other and to other institutions or campuses of higher education; and (3) the review of budgets and requests for state appropriations of the four-year institutions and advising the legislature concerning them, and the administration of the formula for state support and capital outlay of community colleges.

In order to be able to carry out its responsibilities in relation to the community colleges, the State Board of Education and its advisory board will need a competent and adequate staff to carry on such studies and research as will enable the Board to be thoroughly and correctly informed at all times. For only by being so informed can it hope to command the respect of the communities, the departments of state government, and the legislature, which is necessary for successful coordination of educational programs throughout the state. The importance of this can scarcely be overstressed.

The Committee suggests that the State Board should be in a position at all times to use outside consultants and committees for studying matters that may be of a controversial nature or involve special interests.

THE COMMUNITY COLLEGE DISTRICT AND ITS GOVERNING BOARD

The Committee believes that, within the framework of the overall state plan for higher education, it is important that each community college have its own district and its own governing board entirely separate from the K-12 school district and its governing board. The community college needs a larger district and tax base than the Michigan public school district normally has. It must develop its own educational philosophy and program, have its own faculty, its own budget and salary scale, and otherwise develop into an independent postsecondary institution. The Committee strongly

recommends, therefore, that no new K-12 community college districts be recognized by the State Board of Education, and that the separate community college district be favored under the state plan.

The Committee cautions that there must be a clear understanding of the differentiation between the State Board's responsibilities for leadership and general supervision and overall planning and coordination of higher education and the community college governing boards' responsibilities for the general management of the respective community colleges. The necessity for such a clear understanding can scarcely be overemphasized. Each board must recognize the responsibilities and duties of the other, or neither will be able to perform its own functions properly, and the effectiveness of the entire system may be seriously impaired.

Experience throughout the United States demonstrates that the constant use of citizens' advisory committees at both the state and the local levels is an absolute essential. No amount of authority vested in the State Board is a substitute for it, and a local community college board and administration cannot keep abreast of the community job and service needs in any other way.

One of the most difficult problems that the community college meets is to know what to teach in the technical-vocational areas. It is disastrous to the students and a serious social waste of investment in human capital to provide training that is obsolescent or for which there is no demand. The success of the community college is based heavily on the ability of counselors to guide students into the right programs, and yet the counselors frequently do not have up-to-date occupational information. The Committee pleads with the appropriate divisions of the federal and state governments to work out more accurate ways of ascertaining the employment needs of the present and the future and to devise faster means of disseminating that information to school counselors and the public. In view of the rapidly changing occupational needs and employment trends, the Committee urges that the State Board provide leadership in maintaining current and continuing appraisal of occupational needs and job opportunities as a basis for good community college curriculum and program development.

In this connection, it is suggested that research in the success of community college graduates in securing jobs or performing at senior

educational institutions or in their professional advancements should be carried on, and the data compiled in the office of the State Board and incorporated in its reports. Certainly, researching the product of our educational system at its various levels is of great importance.

The community college faces a special problem in securing, training, and holding the right kind of an instructional staff. The prospective community college teacher should have a thorough orientation to the nature and purpose of the community college, and the process of orientation should be continued after employment. This is particularly important in those community colleges that are experiencing explosive growth in enrollment and are forced to employ a sizable number of new teachers each year. With large numbers of new teachers being added each year to keep pace with enrollment, great emphasis needs to be placed upon inservice programs designed to keep before the faculty and administration the common job that their particular community college has to do.

The teachers in the technical-vocational areas in particular, where change is likely to take place most rapidly, need to have been trained to face change. Employment contracts should spell out the necessity for keeping abreast of change, and they should make clear the part that the community college itself must play in making it possible for teachers to keep up with change. Readiness to accept change and the help necessary to enable the teacher to change should be a part of every teacher's contract and a part of the terms for tenure. How to meet change should make up a substantial part of every inservice program.

Another study committee of the Citizens Committee on Higher Education, on Instruction, has the following to say concerning community college faculty:

> Because community colleges draw so heavily from the high schools and their communities for teachers, and because nearly all of those recruited from the graduate schools are at the master's degree level, and because of the peculiar educational philosophy of the community colleges, there is particular need for inservice programs to help new teachers adjust their course material to the community college level and to acquire effective teaching methods. It is <u>recommended</u>, therefore, that the community colleges give special consideration to providing inservice assistance to new teachers.
>
> The community colleges have a special problem in securing faculty for their vocational-technical and occupational programs. Teachers in these fields quite generally must be people in industry

> or from industry. They cannot be attracted into the community college, even when possessed by the love of teaching, unless they can be provided with a salary comparable to what they can receive in industry, and unless they can feel reasonably comfortable in the new environment. They are most likely to need help in becoming adjusted to teaching.

This Committee heartily concurs in the foregoing statement.

FINANCING COMMUNITY COLLEGE OPERATING COSTS

The Committee recommends that, within a reasonable time, the State Board of Education develop a five- to ten-year program for community colleges, subject to constant review, to help the state and the community college districts plan in advance for meeting operating costs and capital outlay.

Community college operating costs are now paid in part by the district, in part by the state, and in part by the student, supplemented by occasional gifts and donations. This differs from the financing of all other institutions of higher education in that the state pays all of the latter's costs except those covered by student tuition and the institutions' own funds, including gifts, grants, and research contracts.

The Committee believes strongly that it is fundamental to the success of the entire community college program that the part of operating costs paid by the student be such as to insure the maximum participation; that student charges be so fixed as to encourage participation rather than to discourage it; otherwise, the program will be self-defeating.

For the year 1962-1963, annual tuition charges per student at Michigan community colleges varied from no charge to $270, with a median of $180. Furthermore, the tuition charges made by most Michigan community colleges have been higher than those made by community colleges in neighboring states.

The wide spread in tuition charges does not seem to the Committee to be appropriate, and high tuition costs are inconsistent with the very philosophy of the community college, embodying the open door admissions policy and the desire to reach more and more of the educable people as a matter of investment in human resources. <u>The Committee, therefore, definitely favors</u> a move toward lower tuition charges for community colleges.

The Committee believes that, in the years immediately ahead, the state will find it necessary to provide a larger share of the operating costs of community colleges. This year, 1964-1965, the state is providing a flat amount of $234 per full-time-equivalent student. This is an increase of $10 over the amount previously provided. Historically, the amount provided has been borrowed from the elementary and secondary school formula for state support and is in no way applicable to the needs of the community colleges. Furthermore, a flat per-student figure provides for no weighting of any kind, either for equalizing the burden among district of unequal wealth, or for equalizing the costs of operating the various kinds of programs within the individual community colleges, or for easing the tuition load on the student. The Committee believes that a formula for determining financial support of community colleges by the state, embodying these features, should be worked out and adopted. The Committee believes that this is necessary for the healthy spread of community colleges throughout the state and that it will encourage the development of the correct educational philosophy within community colleges themselves.

The Committee believes that a local district should continue to be free to tax itself either to provide a better program or to reduce the cost to its students, or both, without suffering a loss of state support.

The Committee believes that the cost to a district for serving the students of other districts should be passed on to the sending districts and their students. This will tend to blend all of the community colleges districts into one statewide system, and it may have the effect of encouraging districts without community colleges, but which should have them, to organize them.

FINANCING COMMUNITY COLLEGE CAPITAL OUTLAY

The state of Michigan began providing community colleges some funds for capital outlay several years ago. Last year, the legislature appropriated in the neighborhood of $1,500,000 to be distributed by the Department of Public Instruction on an equal matching basis up to a maximum of $300,000 per construction unit. These amounts have been increased for the present year so that the state stands ready to provide $4,000,000 for capital outlay on an equal matching basis up to a maximum of $500,000 per construction unit.

The Committee wishes to congratulate the Legislature and the state administration for their farsightedness in providing the increase, but it believes that the state will be called upon to provide much greater amounts for capital outlay in the years immediately ahead if the community college system is to expand sufficiently to supply the community services expected of it.

Long-term planning for community college capital costs should take into account the federal Higher Education Facilities Act of 1963, which is designed to provide a com[illegible]ty college with funds for capital outlay for educational buildings on a 40 percent matching basis. The local institution need not offer all of the programs listed for a community college in order to qualify for the assistance, but only those programs, vocational or academic, that the local area needs. The essential matter is that the institution be organized as a community college or as a technical institute under the law. The funds available under the act, however, are not now substantial compared with the community college capital needs, but they may become quite substantial over the decade ahead.

Long-term planning of a state system of community colleges will necessitate knowing ahead approximately how the program is to be financed. It may be, therefore, that long-term financing of capital outlay must be provided. Indeed, the state may need a whole new pattern for raising revenue if it is to meet the needs for higher education along with the many other needs that it now faces. At any rate, it appears that the state must become prepared to provide a substantially increased amount for both operating costs and capital costs of the community college program.

SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS

The number of educable people, those capable of taking some training beyond or outside of high school, is far greater than the number who take advantage of existing postsecondary and adult educational opportunities. Human abilities and skills are society's most valuable resource as creators of not only material goods and services but also ideas and managerial abilities, all of which result in the creation of more jobs and a better distribution of the wealth produced. Therefore, as a matter of social welfare and

investment in human capital, society must insist that all educable people be provided with the opportunity to take such training as they are able to take and that they be inspired to do so.

An essential step toward accomplishing this is to take education to the people, to make it available to them while they are living at home and even while they are carrying a full-time job. The Committee believes that the modern comprehensive community college, as distinct from its predecessor, the strictly liberal arts oriented junior college, is the most suitable educational facility yet devised for providing this indispensable service.

The Committee therefore recommends that immediate steps be taken to plan a statewide system of community colleges and to stimulate and facilitate its development. Such statewide planning clearly falls under the jurisdiction of the new State Board of Education and its community and junior college advisory board. But due to the urgency of the need and the desire to facilitate matters, the Committee has mapped out the state into tentative community college districts, all subject to restudy and constant revision by the State Board of Education as necessary to meet the ever-changing socioeconomic conditions of the state.

The educational programs provided by the four-year institution and its branches are so different from the programs provided by the community college that neither institution can perform the services of the other. The four-year institution will not provide the community services expected of the community college, and the community college cannot take on the philosophy and program of the four-year institution without neglecting and even discontinuing its community services.

Because of these different philosophies and roles, the two types of institution can properly operate in the same area or community, but in the opinion of this Committee, they cannot occupy the same campus and buildings and use the same faculty without seriously damaging or actually destroying the community college service programs.

The Committee believes that each community college should have its own district and tax base independent of the elementary and secondary school district and that each should have its own governing board. The Committee suggests that, in carrying out its constitutional responsibility of overall planning and coordination, the State Board of Education take care to recognize and protect the integrity and individuality of each community college

and its governing board and to encourage it to provide an educational program peculiar to the needs of its community, including job opportunities in the vocational-technical fields.

The Committee recommends that a formula for determining state support of community colleges be devised and adopted. The formula should be disassociated entirely from the elementary and secondary school state support formula and be designed solely to meet the needs of the community college. The formula should take into account the higher cost of offering certain technical-vocational courses over the cost of offering the conventional classroom programs, the difference in the wealth of the community college districts, and the desirability of maintaining low tuition rates.

The Committee feels strongly that, since it is intended that the community college programs should be available to all educable people, tuition rates should always be kept at a minimum.

If the community college program is to develop throughout the state as rapidly as needed, the state will be called upon to provide more extensive capital outlay in the months and years ahead than it has provided in the past for community colleges. The Committee recommends that the state lay early plans for meeting these increased capital needs.

The Committee recommends that the State Board of Education organize its community and junior college advisory board at the earliest possible time and provide it with a competent staff so that full attention may be given immediately to the community college program and its expansion throughout the state. The Committee realizes that monumental responsibilities are being placed on the State Board, but time is of the essence. The first big wave of young people, brought about by the population explosion, and the greatly increased need for education of all kinds, brought about by the explosion of knowledge, have arrived at the colleges at the same time. They are here now, and they call for action now.

APPENDIX

Proposed Community College Centers and Community College Districts

A Section from

<u>A Plan for Community College Development in Michigan</u>

A Staff Report

Prepared for

The Citizens Committee on Higher Education in Michigan

by

P. Kenneth Morse

July 1964

Proposed Community College Centers and Community College Districts

In accordance with the assumption that every Michigan resident should be included in a community college district, present or potential community college centers were identified and district lines were drawn to make optimal use of each center. The following criteria were used, although not every proposed district meets all five criteria:

1. Expected enrollment of 500 or more
2. One mill levy yielding at least $200 per expected student
3. A significant population center
4. Major highways leading to population center
5. Commuting distance generally not in excess of 25 miles (35 miles permissible in sparsely populated areas)

Figures 1 and 2 differ because of alternative plans for the Saginaw Valley area. Figure 1 assumes that Delta College will become a four-year college, and that separate community colleges would be established in Bay City, Saginaw, and possibly Midland. Figure 2 assumes that Delta will continue as the community college of the tri-county area. Another alternative would convert Delta to four-year operation, but retain the tri-county community college district with three attendance centers.

Table 1 gives evidence of the feasibility of these proposed community college districts, both in terms of expected enrollment and in terms of financial potential. As befits a feasibility study, the student enrollment projections are conservatively based on the actual 1963 drawing power of 14 community colleges, rather than on the higher attendance rates so universally predicted for the coming years.

Analysis of Proposed Districts

As will be noted in Table 1, eighteen of the proposed twenty-nine regular community college districts contain part or all of a present community college district. By comparing the 1963-64 enrollment from each district at its local community college with the projected enrollments for 1963 based on the high school graduate method and the age 18-24 method, it is possible to compare the estimates obtained by these methods.

Four community colleges (Northwestern Michigan College, #5; Port Huron, #12; Flint, #13; and Jackson, #24) enrolled more students in 1963 from their proposed districts than would have been predicted on the basis of either high school graduates or population age 18-24. It is interesting to note that three of these four schools were founded in the '20's and the fourth, Northwestern Michigan College, is in an area which has no public or private collegiate competition. In addition, two community colleges, Alpena (#4) and Kellogg (#19), came within 10% of the predicted enrollment for their districts. Both of these schools were founded in the '50's.

In several cases there is a definite discrepancy between the enrollment projection based on the number of high school graduates in the proposed districts and the number of persons aged 18-24 in the proposed districts. These discrepancies may be quite extreme as in the case of district 23 (Washtenaw County). The discrepancy for district 23 appears to be due to the 1960 census procedure of allocating residential college students to the county of their college rather than to the county of their parents'

residence. Since Washtenaw County is the site of two large residential universities, this has substantially inflated the estimate of persons 18-24 in this county for 1963 and 1965. Other districts showing the same pattern although with less exaggeration are districts numbers 8, 14, 18, and S-3D. The same phenomenon in reverse explains the discrepancy found in district 20. Oakland County sends a great many of its high school graduates to college (50% in 1963), thus producing unusually low estimates of enrollment potential for 1963 and 1965. It should be noted, however, that the 1970 and 1975 estimates for all counties and districts are free of bias introduced by this census practice.

Four proposed districts which already have community colleges within their bounds fall short of the requirement of 500 in-district students. Of these, #4 (Alpena) is a near miss, while #1 (Gogebic), #2 (Bay de Noc) and #3 (North Central) are significantly lower. In addition, district 8 (part of which is now in the Delta district) enrolled only 341 students at Delta. Districts 6, 7, 26, and S-2 appear to be somewhat short of a 500-student potential at this time.

Under existing law, an important consideration in the formation of a community college district is its ability to pay the local district's share of the operating costs of a community college. For purposes of this study, such costs were estimated at $200 per capita on a head count basis and the maximum tax rate was assumed to be one mill based on the state equalized valuation of 1963. On this basis most of the proposed districts were able in 1963 to support their projected 1975 enrollments. Two proposed districts which now have community colleges, districts #1 and #2 in the Upper Peninsula, would be unable in 1963 to thus support their projected 1975 enrollment. However, district 1 misses by only two students. Of the proposed districts not currently containing a community college, district 7 misses by 18 students, district 27 misses by 7 students, district S-1 misses by 270 students (approximately 10% of projected 1975 enrollment), and district S-3D misses by 235 students (11+% of the projected 1975 enrollment). Since presumably the tax base of all of the districts of Michigan will increase in the next eleven years, it seems reasonable to assume that the various districts are financially feasible. However, it should be pointed out that the relative financial capacity of each district varies significantly, ranging up to district 23 (Washtenaw County) with a financial capacity of 164% of projected 1975 enrollment. In order to provide equal opportunity for all student citizens of the state, it is clear that an equalization formula is needed for state aid to community colleges.

Fig. 1

Proposed Community College
Centers and Possible Service Districts
90
88
86
84
82
48
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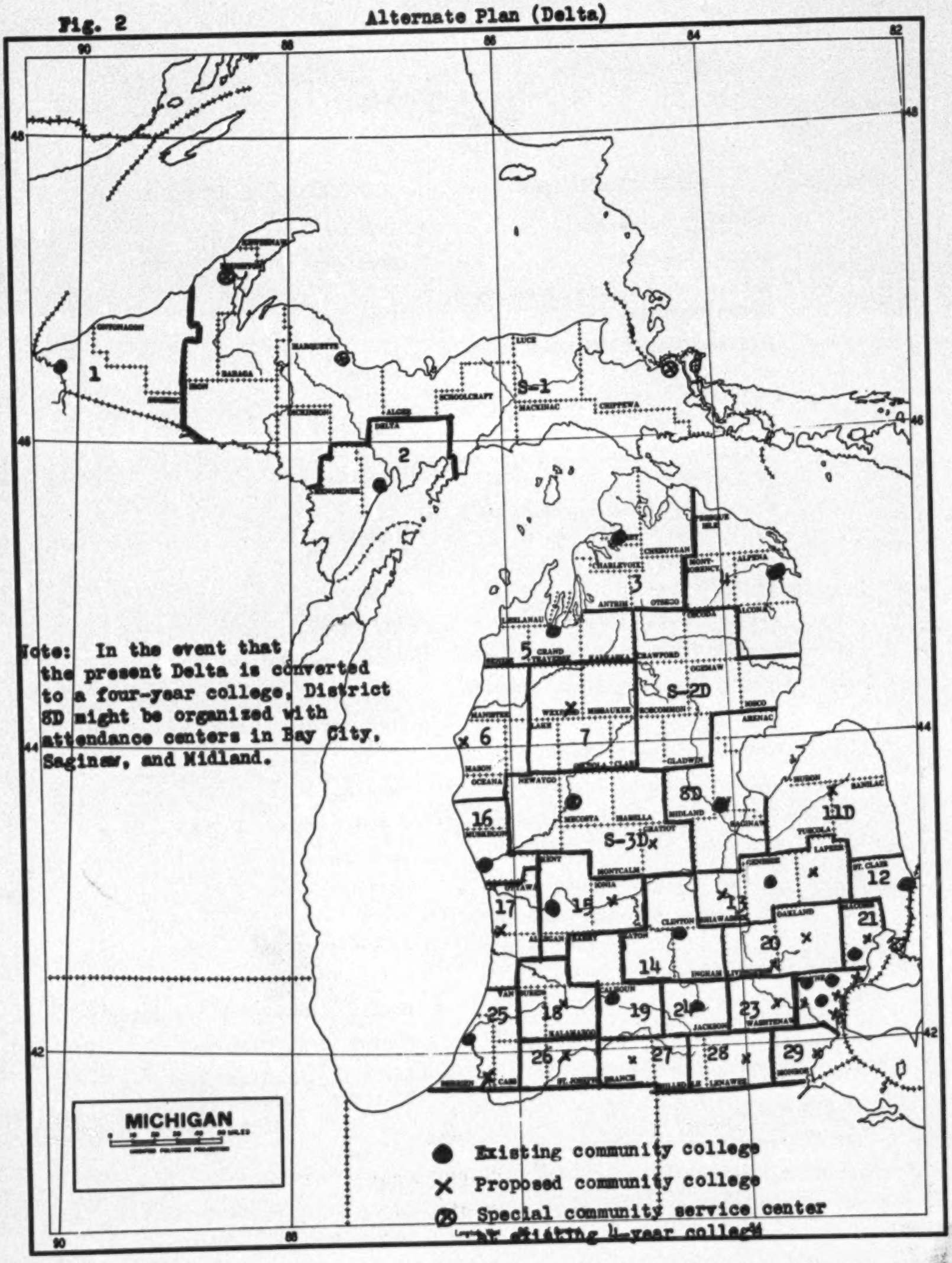
29
S-1
S-2
S-3
MICHIGAN
Existing community college
Proposed community college
Special community service center
at existing 4-year college

Fig. 2 **Alternate Plan (Delta)**



Note: In the event that the present Delta is converted to a four-year college, District 8D might be organized with attendance centers in Bay City, Saginaw, and Midland.

Proposed Community College Centers and Districts for the State of Michigan (See Figure 1)

District	Counties Included	Community College(s) at -
1	Gogebic, Ontonagon	Ironwood*
2	Delta, Menominee	Escanaba*
3	Antrim, Charlevoix, Cheboygan, Emmet, Otsego	Petoskey*
4	Alcona, Alpena, Montmorency, Presque Isle	Alpena*
5	Benzie, Grand Traverse, Kalkaska, Leelanau	Traverse City*
6	Manistee, Mason, N½ of Oceana, W½ of Lake	Ludington
7	Missaukee, Osceola, Wexford, E½ of Lake, W½ of Clare	Cadillac
8	Gladwin, Midland, Isabella, E½ of Clare	Midland
9	Arenac, Bay, NW¼ Tuscola	Bay City
10	Gratiot, Saginaw, SW¼ Tuscola	Alma, Saginaw
11	Huron, Sanilac, E½ of Tuscola	Bad Axe or Cass City area
12	St. Clair	Port Huron*
13	Genesee, Lapeer, Shiawassee	Flint,* Lapeer, Owosso
14	Clinton, Eaton, Ingham	Lansing*
15	Ionia, Kent, Allegan (part)**	Grand Rapids,* Ionia
16	Muskegon, S½ of Oceana	Muskegon*
17	Ottawa, Allegan (part)**	Holland
18	Kalamazoo, Allegan (part),** E½ Van Buren	Kalamazoo
19	Barry, Calhoun	Battle Creek*
20	Livingston, Oakland	Pontiac, Royal Oak, Brighton
21	Macomb	Warren,* Mt. Clemens
22	Wayne	Livonia,* Highland Park,* Dearborn,* Grosse Pointe, Wyandotte, Wayne, Detroit
23	Washtenaw	Ann Arbor
24	Jackson	Jackson*
25	Berrien, W½ of Van Buren, W½ of Cass	Benton Harbor,* Niles

Proposed Community College Centers and Districts
for the State of Michigan
(See Figure 1)

(cont'd)

District	Counties Included	Community College(s) at -
26	St. Joseph, E½ of Cass	Three Rivers
27	Branch, W3/4 of Hillsdale	Coldwater
28	Lenawee, E¼ of Hillsdale	Adrian
29	Monroe	Monroe
S-1	Alger, Baraga, Chippewa, Dickinson, Houghton, Iron, Keeweenaw, Luce, Mackinac, Marquette, Schoolcraft	Special centers at Michigan Tech (Houghton and Sault Ste. Marie) and Northern Michigan (Marquette)
S-2	Crawford, Iosco, Ogemaw, Oscoda, Roscommon	West Branch
S-3	Mecosta, Newaygo, Montcalm	Special center at Ferris (Big Rapids)

Proposed Community College Centers and Districts
for the State of Michigan

Alternative Plan: Retain Delta as Community College
(See Figure 2)***

District	Counties Included	Community College(s) at -
8D	Arenac, Bay, Midland, Saginaw	University Center*
11D	Huron, Sanilac, Tuscola	Cass City area
S-2D	Crawford, Gladwin, Iosco, Ogemaw, Oscoda, Roscommon, E½ of Clare	West Branch
S-3D	Gratiot, Isabella, Mecosta, Montcalm, Newaygo	Alma, special center at Ferris (Big Rapids)

* Community college presently in existence.

** Parts of Allegan County are in Districts 15, 17, and 18. The part in District 15 is included within the boundaries of Dorr, Leighton, Hopkins, and Wayland Townships; the part in District 17 - Laketown, Fillmore, Overisel, Salem, Saugatuck, Manlius, Heath, Monterey, Ganges, Clyde, Casco, and Lee Townships; and the part in District 18 - Valley, Allegan, Watson, Martin, Cheshire, Trowbridge, Otsego, and Gunplain Townships.

*** These districts cover the same geographic area as Districts 8, 9. 10, 11, S-2, and S-3. All other districts would remain the same.

Table 1

Measures of Potential Enrollment
from within Proposed Community College Districts

District	1963 Enrollment at Local Comm.Col.	Potential Enrollments					Number Students Supportable - 1963
		H.S.Grad. Method - 1963	Age 18-24 Method				
			1963	1965	1970	1975	
1	230	334	254	334	425	429	427
2	288	570	464	581	777	856	708
3	261	519	538	640	785	839	1,043
4	467	493	477	542	670	769	964
5	601	537	462	541	667	714	837
6	--	476	430	522	649	660	737
7	--	416	390	468	577	607	589
8	*341	939	1,161	1,202	1,396	1,613	2,124
9	*886	1,143	1,110	1,278	1,610	1,844	2,232
10	*1,263	2,319	2,170	2,486	3,204	3,730	4,242
11	--	912	654	798	994	1,083	1,396
12	1,333	985	919	1,091	1,380	1,519	2,223
13	4,454	3,858	3,874	4,370	5,815	7,074	8,177
14	1,965	2,644	3,206	3,161	3,509	4,150	4,652
15	2,541	3,588	3,569	3,937	5,051	6,000	6,486
16	--	1,402	1,358	1,601	2,074	2,396	2,479
17	--	1,194	1,105	1,234	1,560	1,811	1,938
18	--	1,621	2,126	2,204	2,620	3,001	3,643
19	1,266	1,386	2,485	1,642	2,059	2,311	2,567
20	--	6,429	5,531	6,685	9,422	11,364	11,710
21	2,365	3,206	2,867	3,383	5,057	6,855	7,189
22	--	21,091	20,145	23,017	30,325	35,485	44,979
23	--	1,277	2,255	1,867	1,712	2,066	3,391
24	1,352	1,034	1,055	1,208	1,548	1,786	1,932
25	1,181	1,726	1,755	2,028	2,605	2,850	3,189
26	--	466	429	499	630	681	864
27	--	580	618	695	805	834	827
28	--	850	808	915	1,109	1,174	1,275
29	--	789	845	1,001	1,358	1,552	1,718
S-1	--	2,275	1,947	2,114	2,479	2,705	2,435
S-2	--	433	313	413	475	532	770
S-3	--	874	887	938	1,003	1,070	1,181
	Changes under Alternative Plan**						
8D	2,432	3,182	3,025	2,504	4,633	5,468	6,775
11D	--	1,302	857	1,163	1,435	1,561	1,925
S-2D	--	606	543	616	714	795	1,209
S-3D	--	1,528	1,823	1,837	1,905	2,056	1,821

* Enrollment at Delta College apportioned to three proposed districts.

** These districts cover the same geographic area as Districts 8, 9, 10, 11, S-2, and S-3 above. All other districts would remain the same.